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Describes the activities and accomplishments of the New York State Education Department for 1960-61, with emphasis on higher education in extending college opportunities, expanding physical facilities, meeting the critical need for qualified teachers, and coordinating the efforts of the university to meet its new educational goals. Also includes projected plans for elementary and secondary education.

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ACCENT ON HIGHER EDUCATION

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Report for 1960-61

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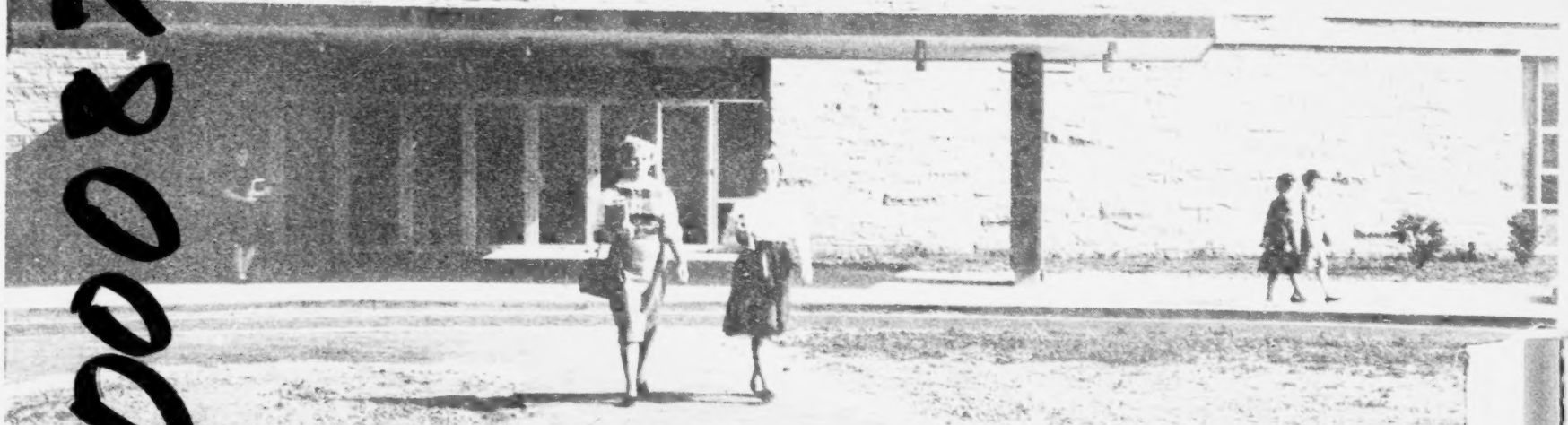

The University of the State of New York
The State Education Department
Albany 1, New York

8430

ACCENT ON HIGHER EDUCATION

Activities and Accomplishments

of

The New York State Education Department

for the Year 1960-61

The University of the State of New York
The State Education Department
Albany

1962

THE UNIVERSITY OF THE STATE OF NEW YORK

Regents of the University
With years when terms expire

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1967	Thad L. Collum, C.E., Vice Chancellor	Syracuse
1963	Mrs. Caroline Werner Gannett, LL.D., L.H.D., D.H. . .	Rochester
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President of the University and Commissioner of Education
James E. Allen, Jr., Ed.M., Ed.D., LL.D., Litt.D., Pd.D., L.H.D.

Deputy Commissioner of Education
Ewald B. Nyquist, B.S.

Foreword

An annual review of accomplishments and trends is a basic step in planning for the future. The present report describes in detail the penetrating planning for higher education developed in 1960-61. Though the report accents higher education, it also highlights the accompanying advances in elementary and secondary education and in such special areas as library service and television. Further details will be found in the Annual Educational Summary for 1960-61, which is now being prepared.

James E. Allen, Jr.
Commissioner of Education

January 1962

Cover: Student Union,
Hudson Valley Community College
Rensselaer County, New York

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Accent on Higher Education

The year 1961, though it saw no diminution of the effort to extend and improve educational opportunities at all levels, will stand out in the history of New York State as a dramatic turning point in the State's effort in higher education. In no other single year, even decade, in the long and rich history of education in the State, have so many major steps been taken to advance the quantity and quality of opportunities in higher education.

In the postwar years, in New York State as in the rest of the nation, the concern for education has centered on two sets of problems: those related to making adequate provision for student populations growing at unprecedented rates, and those related to the improvement of the quality of educational programs called for by revolutionary changes in social and economic conditions.

The Problem of Sufficient Facilities.

The problem of facilities for higher education grew out of conditions that preceded it in the elementary and secondary schools. As a result of the postwar "baby boom," school enrollments have been steadily increasing. Public and private school enrollment grew from 2,465,000 in 1950 to 3,603,000 in 1960, an increase of 46 per cent.[1] It is expected to continue to grow by nearly 80,000 students per year for at least the next decade. This continued growth generates a similarly continuing need in elementary and secondary schools for:

a. Added physical facilities. The estimation of need is made more difficult by rapid population shifts, but minimum estimates indicate an annual need of 3,000 to 4,000 new classrooms a year,

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[1] Education Statistics, New York State, 1961. The Bureau of Statistical Services, The State Education Department, Albany. January 1961

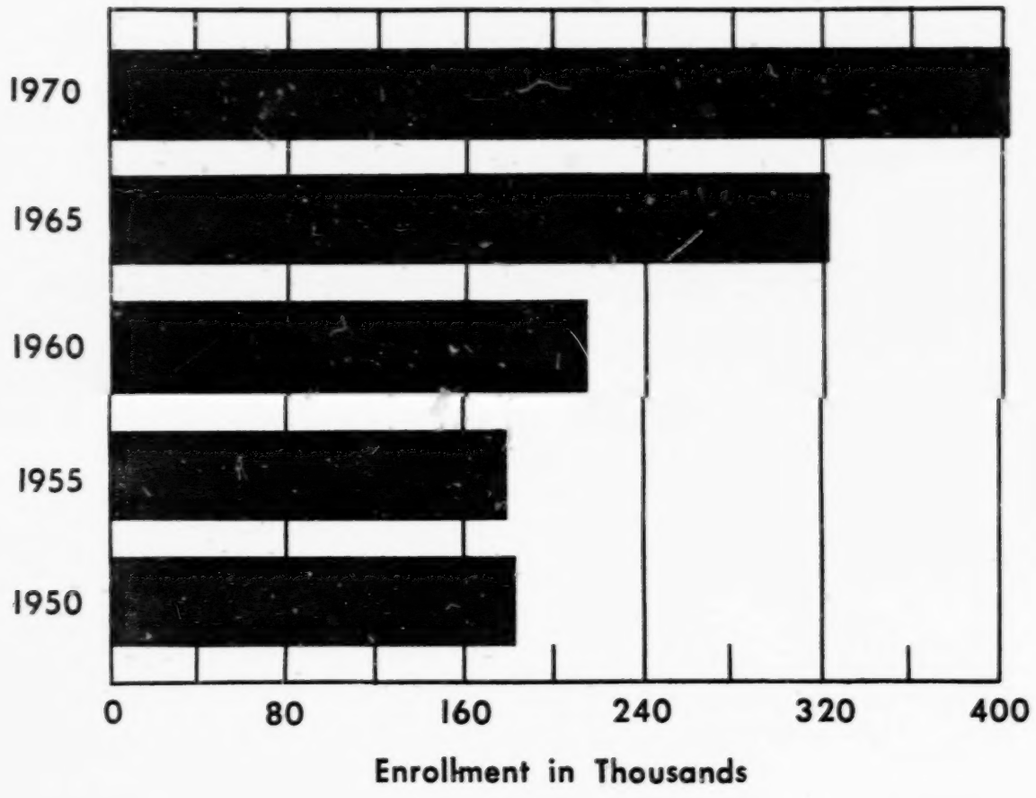
plus the libraries, auditoriums, gymnasiums, cafeterias, and other nonteaching spaces needed in conjunction with classrooms.

b. More teachers. It is estimated that about 4,000 new teachers, supervisors, and administrators will be required each year to meet the demand of growing enrollments. In addition teachers will be needed to replace those who leave the profession because of retirement, marriage, death, or other employment. The replacement need itself is estimated at 8,000 teachers per year, so that the total annual need is about 12,000 teachers.

c. Stronger financial structure. Under the combined forces of increased enrollments, general price rises, and program improvements (the extension of counseling services, the provision of special class facilities, etc.), the cost of education has been about doubling each 6 years. As much as one would like to think otherwise, the cost will continue to rise at very substantial rates. Thus, there will have to be a continuing search, on the one hand for new sources of school revenue and more equitable ways of distributing costs, and on the other hand for more efficient ways of utilizing the resources available.

Up to the present time, enrollment in higher education (the 2-year technical institutes and junior colleges, the colleges and universities of the State) has been growing more slowly than has that in the elementary and secondary schools. From 1950 to 1960, full-time higher education enrollment increased 16 per cent, from 184,000 to 215,000. This seemingly small growth bears some analysis. College attendance is drawn primarily from youths 18 to 21 years of age. Actually, there were fewer 18-21-year-old

Full-Time Enrollment in 4-Year Colleges, Public and Private



youths in 1960 than there were in 1950. The increase in college enrollments, then, was not due to any increase in the number of college age youths but, rather, to a change in the pattern in college attendance. In 1950, a number equivalent to 40.8 per cent of the 18-21 year age group was attending college. In 1960, the number attending college was more than 55 per cent of the age group. The import of this to college enrollments in the years immediately ahead is clear. The 18-21 year age groups are now increasing; each year more young people will come of college age and, unless greater

entrance restrictions are placed on them, each year a larger proportion will seek entry to college. As a result of these combined forces, college attendance is expected to at least double, perhaps to triple, by 1980.[2]

Thus, at the higher education level, the State will, in the next few decades, have to cope with the same problems that it has been facing at the public school level. As enrollments double or triple, facilities and teaching staffs will have to be multiplied, new educational methods pioneered, and sound and adequate methods of financing the expansion devised.

The Problem of Quality

Historically, New York State has been and is among the leaders in the nation in the quality of programs provided in its schools and colleges. Its famed system of central schools has provided rural youth educational opportunities unsurpassed in rural areas anywhere. Its teachers rank high in their level of preparation. The Regents examination system has been instrumental in the development of sound courses of study well taught, and the maintenance of high standards. A combination of excellent public and private colleges and universities has provided a diversity of higher educational opportunity to meet every need. Those responsible for education in New York State, however, cannot be complacent. Quality in education lacks the attribute of permanence. It has constantly to be nurtured.

Quality in an educational program requires that what is taught be consonant with the needs and conditions of the society that supports the program. The outstanding characteristic of the last several decades is the rapid change that has been taking place: the great advances in substantive knowledge, especially in the sciences; the equally rapid developments in world social conditions, with the mounting rivalry between communism and the

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[2] The Master Plan, Revised 1960. State University of New York, Albany. 1961

Western democracies, and the struggle for self-expression in the new nations; and the technological developments that are changing the face of the occupational world.[3]

These changes are placing more exacting demands on education. As a continuing process, the subject matter content of courses of study must be evaluated and revised to bring them up to date and to eliminate outmoded material. Counseling and measurement services must be strengthened so that students with special needs and special talents can be more readily identified and provided with appropriate programs. There must be continued efforts to raise the level of effectiveness of the teacher, through stronger programs of teacher preparation, in-service programs, and a better definition of the teaching-learning process. Methods must be developed for overcoming the handicaps inherent in small schools and extending broader programs of instruction, notably in the areas of vocational and technical education, more widely about the State. And positive programs must be put into operation to enable schools to make efficient use of technical and electronic devices, such as television, as aids to instruction.

The Responsibility of the Regents

The Board of Regents has the responsibility for the general governance and regulation of all the schools and colleges of the State, both public and private, and of such more informal educational institutions as libraries and museums. As a major element in this over-all responsibility, the Board makes recurring assessments of the needs of education, makes plans for continuing improvement, establishes policies, and initiates and supports activities to implement policies and plans.

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[3]For a more complete discussion of these influences, see Challenges to Education in a Dynamic Society. The University of the State of New York, The State Education Department, Division of Research, Albany. 1961

In 1959, the Governor and the Regents appointed a Committee on Higher Education, responsible for reviewing the higher education needs and facilities in New York State and making recommendations on the steps the State could take to:

(1) Assure educational opportunities to those qualified for college study

(2) Provide the undergraduate, graduate, and professional and research facilities necessary for the continued development of the State as a leading business, industrial, scientific, and cultural center

(3) Contribute its proper share of trained personnel to meet the nation's needs for education, health, and welfare services

The committee submitted its report in November 1960,[4] assessing the roles, strengths, and weaknesses of the several types of higher education facilities in the State, and making recommendations for extending and strengthening the State's higher and professional education program. Later, in December 1960, the Regents drew up a statement of proposals[5] which, while it did not ignore the continuing issues in public school education, gave its first and major attention to ways and means of implementing the principal recommendations of the Committee on Higher Education. As a part of these proposals, the Board of Regents:

(1) Defined its own role in higher education, reaffirming its traditional responsibility for state-wide planning and for

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[4] Meeting the Increasing Demand for Higher Education in New York State. The University of the State of New York, The State Education Department, Albany. 1960

[5] Investments in the Future--The Regents Proposals for the Expansion and Improvement of Education in New York State, 1961. The University of the State of New York, The State Education Department, Albany. December 1960

coordinating the efforts toward expansion and improvement of all the various types of public and private institutions

(2) Proposed the extension of college opportunities to more youth through increased financial aid, including expansion of the program of assistance for students in higher education

(3) Gave support and made proposals basic to the expansion and strengthening of the public higher institutions--State University of New York, City University of New York, and the community colleges and 2-year institutes

(4) Encouraged the development of plans by which the State could give financial assistance to private colleges and proposed a plan by which the State could give them assistance in the more effective utilization of institutional resources

(5) Made proposals for the strengthening of research and reference library services in the State

The Regents plan, as expressed in Investments in the Future, recognizes the continuing problems in elementary and secondary education. The plan calls for the steady improvement of course content and methods, especially in the teaching of mathematics, science, and foreign languages. It urges programs for improving the professional skill of the teachers, for the strengthening of guidance programs, for the greater and more efficient use of television as an aid to teaching, and for the strengthening of State-aid formulas for the support of education. The major focus of attention, however, was on proposals for meeting the needs of the State for expanded higher education opportunities. The major new programs of the year, described in summary form in the following pages, have been in this area, with greater accomplishment in the extension of higher education opportunities than in any other year in the history of the State.

Higher Education
1960-61

A review of the events of the last 15 years shows strong efforts to strengthen the system of higher education in New York State and to extend the opportunity of college attendance to greater numbers of young people. Examples of such efforts include:

(1) The formation of the State University of New York, drawing into one management system all the previously separate State-operated institutions of higher learning, and adding new institutions to provide instruction in engineering and the sciences, medicine, and liberal arts education

(2) The initiation and support of a system of 2-year community colleges offering 2-year technical programs and, in some instances, university parallel programs, the first 2 years of a 4-year college program

(3) Periodic expansion and strengthening of the Regents scholarship program and the granting of scholarships in special fields, such as engineering, medicine, nursing, college teaching, etc., as they were needed

In spite of these and other efforts, the Committee on Higher Education pointed out that "much more will have to be done in the future than in the past." The Regents concurred with this point of view. The program of improvement recommended by the committee and the plans projected by the Regents in Investments in the Future are long-term undertakings. The Regents know, however, the crucial nature of the higher education problem and the need for immediate action. Simultaneously with the announcement of their plans in 1960-61, they began to implement them by (a) strengthening programs already

in operation, and (b) laying the necessary foundation in legislation for new programs in keeping with and leading to their long-time goals.

Providing for Long-Term Planning and the Coordination of Effort in Higher Education

College-level education in New York State is provided by a wide variety of institutions. One hundred and seven private 4-year and 30 private 2-year institutions currently serve about 60 per cent of the college-going population. They vary greatly in size and in program, from single-purpose institutions to those providing full university programs. Public institutions serve about 40 per cent of youth attending college. The public institutions are: (1) the State University of New York including 22 4-year institutions providing instruction in teacher training, medicine, engineering, science, forestry, and the liberal arts, and six 2-year institutions providing agricultural and technical programs; (2) 15 community colleges, locally controlled but under the general supervision of State University, providing 2-year technical programs and, in some instances, liberal arts programs; and (3) the new City University of New York, comprising four 4-year colleges and three 2-year community colleges.

This variety in types of institutions is a source of higher education strength. It gives viability to the total program and makes for a choice of higher education opportunity to meet all types of need. As the pressure grows on higher education facilities, however, if each of the several types of institutions is to contribute to its full potential without undue duplication or striking imbalances between public and private, 2- and 4-year, single- and multi-purpose institutions, planning must be centralized and coordinated to the greatest degree possible.

The foundation for the needed over-all planning was laid in 1960-61 when legislation designated the Board of Regents as the central planning body.

Under the terms of this law, State University and City University are to forward to the Regents plans for expansion and improvement of their own institutions, and of the community colleges under their general supervision or direction. Private colleges and universities are to inform the Board of Regents of their plans. The Regents are then charged with making a master plan for the State, and presenting it to the Governor and the Legislature in 1964 and every 4 years thereafter, to guide the development and expansion in higher education programs and facilities.

In 1960-61 State University presented a revision of its 1950 Master Plan to the Regents.[6] The revised Master Plan of State University outlined five major objectives:

(1) An expansion of the 2-year community colleges in size, number, and curriculum

(2) In some 4-year colleges, the expansion of programs in arts and sciences at the third and fourth year levels to accommodate students who transfer from 2-year colleges

(3) The conversion of some teachers colleges to multi-purpose colleges with full liberal arts programs

(4) The provision of full-time graduate programs at the master's level in all 4-year colleges

(5) The provision of doctoral programs in selected colleges

All five of the above recommendations were made with a recognition that both present and future needs must be considered and that present facilities must be utilized to their peak capacity.

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[6] The Master Plan, Revised 1960. State University of New York, Albany

Extension of Opportunity for College Education

The costs of attending college are rising and, although the pressure on facilities is growing, the economic barrier is still the chief deterrent to college attendance for many qualified youths. In 1960-61 a number of legal enactments were put in force to give financial aid to qualified college aspirants.

The scholarship program. The State of New York offers four types of scholarships to its high school students. These are the Regents College Scholarships, Scholarships for Basic Professional Education in Nursing, Cornell Scholarships, and Scholarships for Children of Deceased or Disabled War Veterans. Each of these, besides having its own particular requirements, is awarded on a competitive basis. All applicants must take the Regents Scholarship Examination during their senior year. All must have been residents of the State for 1 year and continue to reside in the State. Those who have taken the examination once may not take it again, and none may use the scholarship for theological study or study for a religious education degree. The number and amount of the awards vary, depending on the particular scholarship.

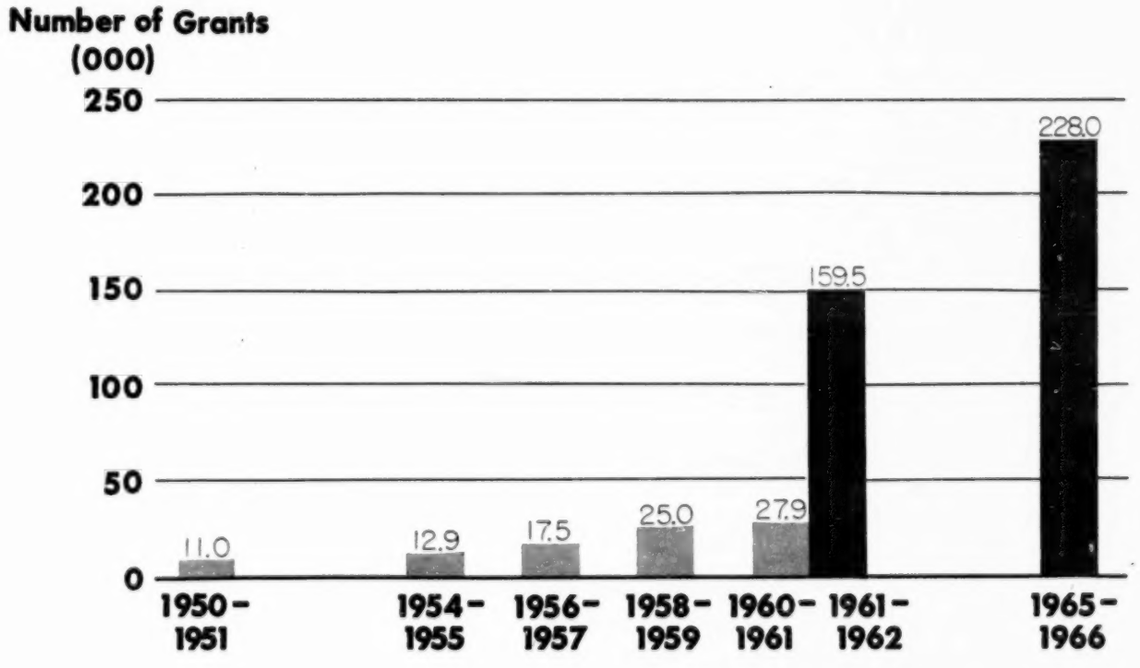
The Regents College Scholarships are the major part of this student aid program. Previously, about 5 per cent of the number of high school graduates received these scholarships for undergraduate study. In 1961, by a revision of the law recommended by the Regents, the number of Regents College Scholarships was increased to 17,000 per year, which is equivalent to approximately 10 per cent of the high school graduates. The amount of the award varies from $250 to $700 per year, depending on the financial need of the student and the amount of tuition he pays. Included in this legislation is the provision that special engineering scholarships previously in force will merge into the Regents program after the 1961-62 school year.

Further improving the scholarship program of the State, legislation was enacted to double the number of Regents Scholarships for Basic Professional Education in Nursing. This increase, an addition of 300 to the former 300, is restricted to those students who are enrolled in 3-year programs in nursing schools which are hospital-affiliated. The new nursing scholarships and about 8,000 of the added Regents College Scholarships were made available to students for the 1961 fall semester.

In an effort to provide for the needs of the accelerated students who hold Regents scholarships, provision was made this year to accelerate payments of the scholarship. Thus, a student who completes 4 years of college work in 3 years can have his scholarship payments speeded up in the same degree. This will not only aid the individual student but will also encourage more extensive use of both college faculty and facilities on a year-round basis of 4 quarters or 3 semesters.

Scholar Incentive Program. The Regents and the Governor proposed a scholar incentive program which the Legislature passed into law. Under the provisions of this law, assistance is available to all New York State residents matriculated in a New York State college, either private or public, with a tuition charge of at least $200 per year. A student must be enrolled full-time in a course of study leading to a degree. Prior to the receipt of assistance, each application must be examined and approved by the Regents in respect to the student's promise of success in an approved course of study, undergraduate or graduate. Similar review and approval of progress by the college must be provided each semester if aid is to continue. The amount of the awards is flexible and is determined on the basis of financial need and level of study. Undergraduates may receive from $50 to $150

NEW YORK STATE SCHOLARSHIPS AND FELLOWSHIPS[1]



[1] Includes Scholar Incentive Program

per semester, while graduate students may receive from $100 to $400 per semester. Adding this aid to that given by the Regents scholarships, State financial aid, exclusive of loans, is more than doubled and is available to an estimated 120,000 New York resident students, both graduate and undergraduate.

Improvement in loan arrangements. In addition to scholarship aid, New York State provides further encouragement and assistance for college students through a system of loans administered by the Higher Education Assistance Corporation. Steps were taken this year by the Legislature to reduce the cost of loans to students, as well as to increase the amount of these loans. The Higher Education Assistance Corporation may now lend or guarantee a loan to a student in an amount up to $1,500 in 1 year; the previous maximum figure was $1,000. The aggregate limit on loans to each student was also increased from $5,000 to $7,500. The Higher Education Assistance Corporation will pay all interest on these loans during the time when the student is in college. At the completion of college, the student pays the first 3 per cent of the interest charge on the loan, while the corporation pays any amount in excess of 3 per cent interest up to 6 per cent. Moreover, the student is allowed from 4 to 12 years after completion of college to repay the loan. The exact number of years depends on the total amount that the student borrows. With these four measures and additional provisions which clarify and extend the existing legislation, the loans become more valuable both as financial aid to the college student and as encouragement for those considering college.

The Expansion and Extension of Public Higher Education Facilities

The Heald Committee on Higher Education saw a need for an expansion of college facilities that would accommodate a doubling or tripling of enrollment by 1980. In their appraisal of the situation, the private colleges and universities, which now enroll 60 per cent of college students, will not be able to absorb increases in the same proportion because (a) of high selectivity in their admissions policy, and (b) of the difficulty of

financing a rapid expansion in a time of rising costs. In consequence, greater and more rapid increases must be made in the public institutions.

State University of New York. In 1960-61, legislative provision was made for substantial growth in the State University. Funds were authorized for raising salaries and for creating new teaching positions in the State University units. Funds were authorized and plans made for added construction at several colleges of the university. Eight science buildings at the colleges of education, four new academic buildings for the agricultural and technical institutes, a teaching hospital at the Downstate Medical Center in New York City, and an engineering building at the Long Island Center at Oyster Bay are the major projects. Funds were also authorized for planning construction at 15 branches of the university; a part of these funds is allocated to the first planning for the relocation of the State University College at Albany on a new site. With the great expansion in the State University, it is expected that the enrollments that can be accommodated will double by 1970.

Steps were taken toward incorporating the University of Buffalo into the State University. When the conversion is completed, the State will have an opportunity to expand and strengthen units such as medicine, dentistry, and engineering, which the university as a private institution finds too expensive.

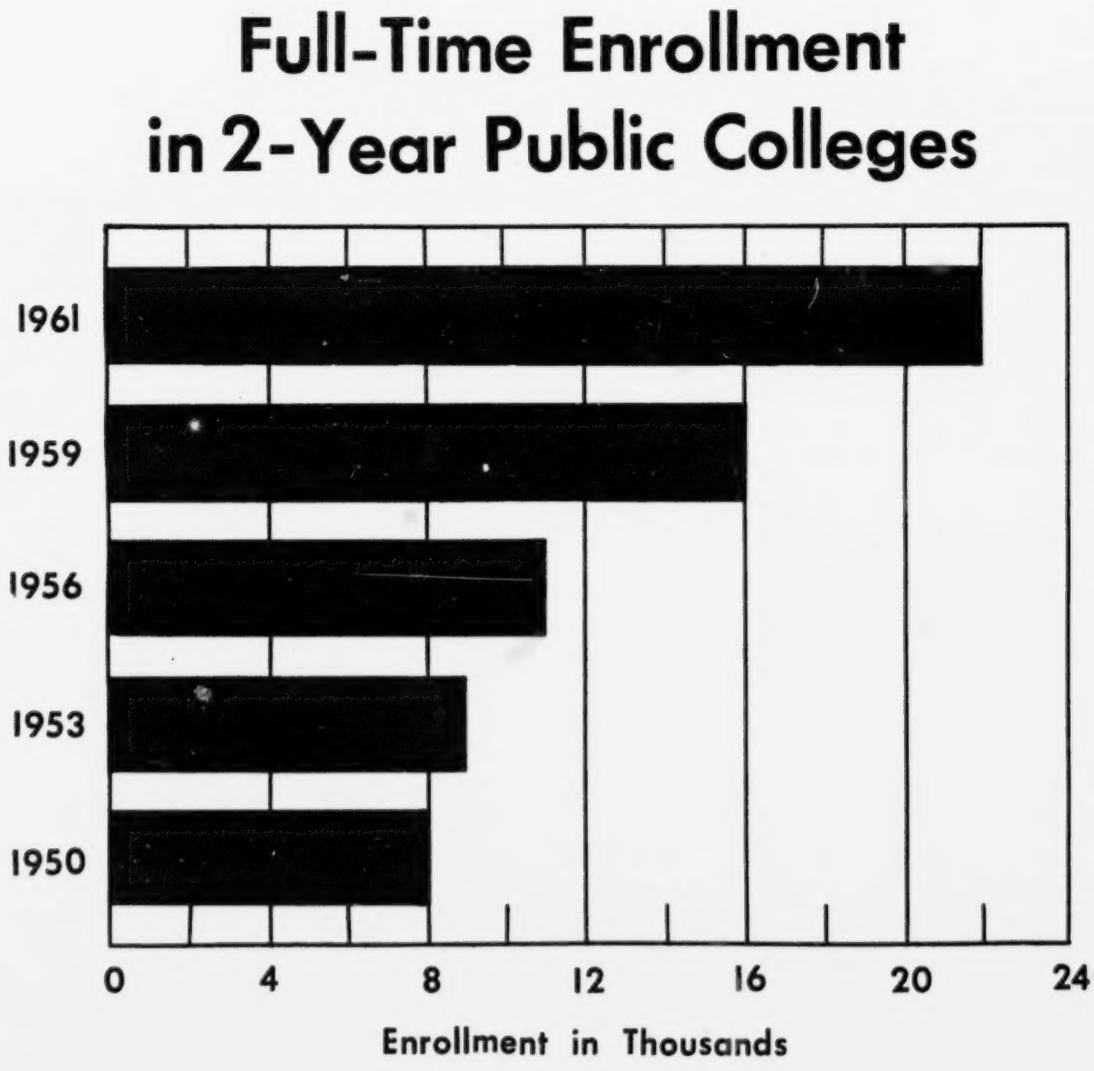
Several revisions and improvements in the curriculums of the colleges of education were approved. A legislative framework was established in 1960-61 which will eventually convert the 11 colleges of education into multipurpose colleges. Degrees in the liberal arts and sciences will be offered, as well as degrees in teacher education. At present, three of the colleges offer such programs.

The values to be achieved by the change to liberal arts colleges are in the expansion of the State's total facilities for providing good general education at the collegiate level and in the expectation that more students will be attracted to teaching in the liberal arts setting.

Two major graduate centers were created in the State University to fulfill the ever-present need for basic research in several areas. An equally vital purpose will be served by improving the quality of both high school and college instruction through this advanced education. One of these centers will be at Stony Brook on the site of the State University's Long Island Center. The other center will be located in Buffalo, following the acquisition of the University of Buffalo as part of the State University. Funds also were provided for developing plans for similar graduate centers at the State University College at Albany and at Harpur College in Binghamton.

City University of New York. Another accomplishment in 1960-61 was the establishment of the City University of New York, which incorporated the four colleges of City College of New York and three community colleges into one administrative organization. It will operate under the jurisdiction of the Board of Higher Education in the City of New York. The university is authorized to grant doctoral degrees, and fulfills the need and desire of the people of the city for a comprehensive public university.

Community colleges. Two new community colleges opened their doors to students in 1960-61, Queensborough under the control of City University of New York, and Suffolk under the general supervision of State University. This brings the total number of community colleges to 18. All these 2-year colleges provide technical education in selected fields, and 12 of them provide 2-year liberal arts programs which will qualify students to transfer



to the upper divisions of 4-year colleges. Also, plans were initiated in 1961 for three more community colleges, all in the upstate areas.

Meeting the Critical Need for Qualified Teachers

One of the prerequisites of a superior education at any level is a group of teachers who have both a thorough knowledge of subject matter and the ability to instruct others. Responsibility for planning and implementing teacher education programs, whether as preparation for teaching in the colleges themselves or in elementary or secondary schools, lies in the realm of higher education.

Regents College Teaching Fellowship Program. One of the serious problems for colleges in a rapid expansion program is the recruitment of qualified teaching personnel. Preparation for college teaching is, for the trainee, a time-consuming and expensive operation. To help solve difficulties in this direction, the State, in 1959-60, initiated a program of College Teaching Fellowships for qualified persons wishing to prepare for college teaching. Each year a maximum number of 250 fellowships may be awarded, each providing up to $2,500 a year for a 2-year period. During the year 1960-61 there were 483 in force. In January 1961, an evaluation of the program showed that at least 3 years were necessary to complete the doctor's degree and gain the teaching experience which most higher institutions require for a new teacher.

In-service training programs for elementary and secondary teachers. With the rapid advances in science and technology, as well as the expansion of the curriculum, teachers have found they need a more extensive academic background and a means of keeping abreast of new developments. Not only must they learn the material themselves, they also must develop the particular skills necessary for teaching it. Programs were conducted during 1960-61 to acquaint experienced teachers with new developments in a particular area or to teach a totally new course. The Mathematics and Science Refresher Program in its third year continued to provide valuable assistance to teachers wishing to bring their knowledge up to date. The State has given financial aid for fees and tuition to a total of 4,267 elementary and secondary school teachers taking collegiate courses.

The Russian Language Program was designed to prepare teachers to give instruction in Russian and is now in its second year. A total of 808 grants for fees and tuition in an approved course has been awarded.

ACCENT ON HIGHER EDUCATION

Erratum

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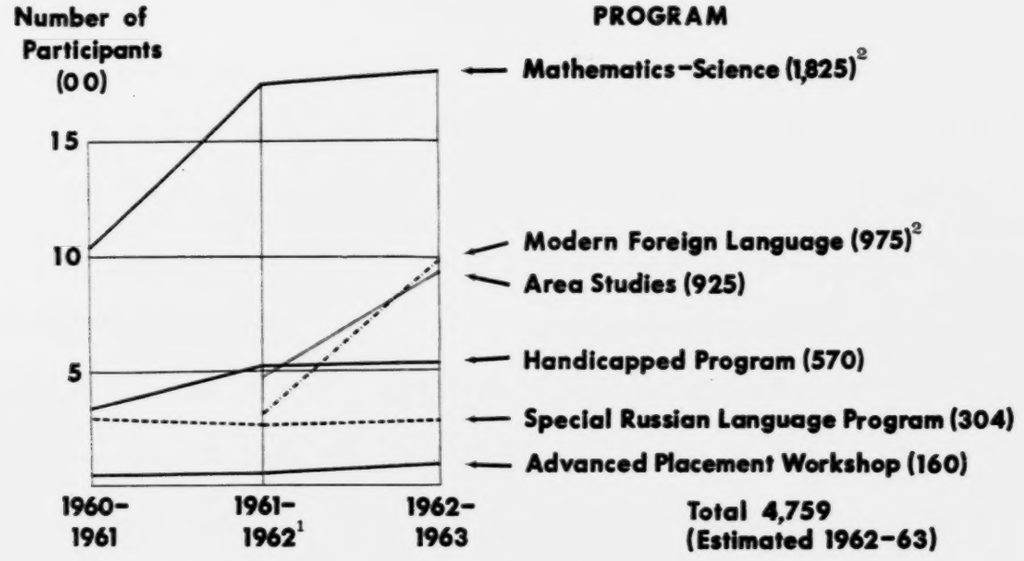
THE STATE-SPONSORED IN-SERVICE AND REFRESHER COURSES FOR TEACHERS



[1]Academic year scholarships not yet awarded [2]Includes enrollment in noncollegiate programs

At the end of the 1961 academic year, 22 teachers had completed the 24 credit hours in Russian necessary for teaching certification in New York State.

A program for preparing high school teachers to teach college level courses to Advanced Placement pupils was planned in 1959 and put into operation for the first time in the summer of 1960. Five summer workshops were held for 91 secondary school teachers of Advanced Placement courses in American history, English, biology, chemistry, and mathematics. Each was conducted at a different college or university by a secondary school teacher experienced in Advanced Placement teaching and a subject matter specialist from that college.

The 1961 Legislature made available funds to continue the in-service programs in science, mathematics, Russian, Advanced Placement, and for teachers of the handicapped, and expanded the programs to include the study of new techniques in the teaching of modern foreign languages and the study of non-Western and Latin American cultures. It also made funds available for a special departmental consultant to work with schools and colleges to improve instruction in these cultures.

The preparation of new teachers. New certification requirements for teaching academic subjects are to go into effect in 1963. In 1960-61, a review of elementary certification requirements was also started. Recommendations at both levels stress the stronger academic training of teachers.

In 1960-61, a study was initiated to investigate the feasibility of using qualifying examinations as an alternate to the present requirements of college course credits for certifying teachers. The study has been completed, and a report is expected in the 1961-62 school year. The report also includes suggestions for the freeing, in some degree, of higher education facilities by the development of a system of State proficiency examinations in the academic subjects. Under these proposals, a student doing independent study at the college level could demonstrate his proficiency by examination and be granted college credit.

General Provisions for the Strengthening of Higher Education

In the legislation identifying the Regents as the central planning agency for higher education in the State, the Regents were empowered to include in their master plan matters of general significance to higher education. The Regents had already initiated some programs for the general improvement of higher education. In 1960-61 they strengthened some of their existing programs and initiated others.

Television for college instruction. Television is being studied extensively for use at all levels of schooling and promises to be a valuable aid in improving and extending instruction at the college level. The Committee on Higher Education outlined the prerequisites for successful use of television and recommended a state-wide program of courses. Among the necessities are a superior teacher, a well-organized course, adequate viewing facilities, textbooks and other supplemental materials, and seminars or workshops to follow up the course.

The Regents, in April 1961, undertook initial procedures with a provision of $50,000 for use in a study of the practicability of a state-wide system to broadcast courses to all the colleges in the State University and those private colleges and universities that are interested. If the findings of this study are favorable, further plans will be made.

Assistance in institutional management. An educational institution, like a major industry, if it is to function effectively, must be organized in a manner to provide efficient utilization of its resources, both human and material. Critical examination and evaluation of existing educational and administrative techniques are essential to advancement. To aid colleges and universities in examining and evaluating their administrative procedures, an Office of Management and Planning in Higher Education was established in the State Education Department this year. This office will encourage and help the colleges to create and develop new practices and techniques. It will also act as a consultative agency in finding solutions to specific problems when public or private colleges request such aid.

Strengthening research library services. To college students and faculty and to persons engaged in industrial and other types of research, the ready availability of reference and research materials is essential.

The Commissioner's Committee on Reference and Research Library Resources was formed in 1960 to suggest the improvement of such library facilities and materials. In November of 1960 the report was completed and presented to the Regents, who, in turn, recommended its implementation.[7]

The primary deficiencies of research and reference libraries are outlined in the report. They have not been able to keep pace with the rapid growth of new knowledge, which makes references obsolete in the span of a few years. A systematic plan for acquiring research materials is lacking, which results in an inability of students to identify and locate the available information in their fields. There is much unnecessary duplication of materials in the libraries but no complete coverage in any one library.

In consideration of these findings, the Regents proposed the establishment of a State Reference and Research Library Resources Board, organization of the State into regional research and reference library systems, and specific financial provisions which would increase and equalize library facilities and improve the State Library. Provision for rapid transmission of materials from one library to another is an important part of the proposal. Action on these recommendations is anticipated in the current legislative session.

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[7]Knowledge Is Power--Organizing Research of Yesterday and Today for Use Today and Tomorrow. The University of the State of New York, The State Education Department, Albany. 1961

Elementary and Secondary Education
1960-61

While 1960-61 is fairly described as a year in which there was a strong accent on higher education, it by no means follows that the continuing pressing problems in elementary and secondary education were not given attention. Enrollments were more than 70,000 greater than in the year previous--a total sufficient to require 70 new schools, each housing 1,000 pupils, and an increase in total teaching staff of approximately 3,500. Socioeconomic advances and changes continued to exert pressure for a higher quality of instruction at all levels and in all subjects. Stress was placed upon the necessity of developing and extending educational opportunities for pupils with special needs, whether the needs arose from conditions related to the pupil, as a handicap or a special talent, or from conditions arising out of his immediate economic and cultural environment. All these factors--growing enrollments, the stress on improving the quality of education, and the requirement for developing programs to meet individual needs--brought greater pressure for improved efficiency in teaching.

The problem conditions in education today are so interrelated that it is impossible to single out any one of them for concerted attack while ignoring the rest. The Regents and the State Education Department, in full knowledge of this, continued their attack on them in 1960-61 on a broad front.

Extending Educational Programs and Services

Since the early decades of this century, the Regents and the State Education Department have held firmly to the principle of "equal educational opportunity for all." Equal opportunity in this context does not mean the

same program for all, nor does it mean free access for all to a school with limited choices of program. It means access, for every pupil, to a program of instruction that is suited to his ability and his personal and social needs. The implementation of this principle involves, in addition to providing the kind of programs that serve the generality of needs, the development of a guidance and pupil personnel service that can identify the special needs of pupils. It also requires the provision of suitable programs for those minority groups of one kind or another whose needs are not met by the more common offerings of the schools. The 1960-61 school year showed consistent advances in the implementation of these principles.

Guidance and psychological services. With the aid of federal funds under the provisions of Title V-A of the National Defense Education Act, guidance services advanced materially. The Education Department recommends one guidance counselor for each 250 secondary pupils. Outside of New York City, an increase of 225 in the number of counselors has continued the trend toward meeting the Departmental recommendation. These schools now employ counselors in the ratio of one for each 400 pupils. This is especially noteworthy in a year when enrollment increased by 36,000 in these schools.

In 1960-61, also, there was a gain of 11 per cent in the number of school psychologists. This service has expanded to the degree that only two counties are without at least partial service.

Special programs for superior students. The last 5 years have been years of intensive effort to provide courses of study that challenge the more able students to the full development of their talent. The established secondary courses, notably in the fields of mathematics, science, and foreign languages, have been rewritten and extended to lead the student to higher

levels of competence. At both elementary and secondary levels, methods of acceleration have been introduced, the purpose of which is to free the student for more advanced study in the late secondary years. The Department employed on a permanent full-time basis a Coordinator of Services to Gifted Children.

The Advanced Placement Program is being extended in the schools of the State. It is a nationwide program by which highly qualified pupils take college level courses in high schools and thus achieve advanced standing when they enter college. In 1960-61, nearly 3,000 students in more than 200 school districts participated in the program.

The identification and motivation of able children of low socioeconomic status constitutes a major emphasis in guidance services. Many children in this category do not reveal their latent ability by their scores on tests of mental ability; very often they do not score so well on achievement tests as comparable children from more privileged homes. They frequently drop out of school before graduation. With the aid of funds from the National Defense Education Act, the State continued in 1960-61 its participation in the nationwide "Talent Search" program, which has for its purpose the use of intensive guidance services to identify gifted secondary students of restricted background and to motivate them to select and follow to completion programs of education that challenge their abilities. In 1960-61, the second year of the program, 12 city school districts and two boards of cooperative educational services, comprising three counties, participated in the program.

In 1960-61, a sum of $200,000 of State funds was authorized to aid districts in developing educational programs particularly adapted to the needs of superior pupils of low socioeconomic background. School districts were invited to submit plans for such programs, including a proposed budget to be supported by State and local funds. Plans were to be judged on the

basis of their potential for motivating able students of disadvantaged backgrounds, offering challenging courses, and providing special instruction as needed. The districts selected were to begin the operation of special programs in 1961-62.

Special classes for the handicapped. There was an increase in special-class provisions for the mentally retarded. In 1960-61, 182 new special classes were formed in 27 school districts. They enrolled 2,735 additional children. As a result of this increase, 407 school districts now have special-class provisions serving 28,778 children.

Classes for the severely mentally retarded--the trainable but not educable--also increased, 24 new classes serving 117 children having been started during the year. Regulations governing services to these children were amended to improve the quality of program and age grouping, and to insure that the children in these classes are actually trainable.

This year, legislation was passed describing the conditions under which State aid will be paid for educational services to emotionally disturbed children. Now a child need not be exempt from school attendance in order to be eligible for educational services receiving State aid. Conferences were held to consider and improve training programs for teachers of emotionally disturbed children and to plan more effective programs for these children.

Improvements in the Methods of Instruction

There is a multitude of techniques and devices a teacher may use to stimulate learning on the part of the pupil. The problem that each teacher faces is deciding which technique accompanied by which aid will result in the most learning by the greatest number in a particular class. This year the Education Department has continued its search for the most effective and

efficient methods of teaching. Such an endeavor requires extensive experimentation in classrooms throughout the State and the application of technological achievements wherever possible.

The State-aided program of experiments in local schools. The State-aided program of experiments in local schools to improve the teaching of mathematics, science, English, and foreign languages, and for developing programs for above-average students, is in its third year. In 1960-61, 23 projects were in operation; 14 of them carried over from the previous year, 9 of them new. The projects were concerned with the development of improved courses of study and better methods of teaching, some of them involving team teaching or the efficient use of television and language laboratories as aids to teaching.

In 1960-61, the program was strengthened by increasing the State appropriation for matching aid from $200,000 to $300,000, permitting each participating district to receive aid equal to at least half of its experimental costs, and making cooperative boards as well as individual school districts eligible for participating in the program. Under the stimulus of these changes, 34 projects were approved for the 1961-62 school year.

The use of television in teaching. The State is continuing its activity in the development of television as an effective aid to teaching. The Regents Educational Television Project in New York City, operating under contract arrangements with WPIX, Channel 11, continued into its third year of open broadcasting. In 1960-61, 67 programs were telecast weekly, with course offerings at every school grade level, and with in-service teacher training programs. Kinescope recordings of these programs were made available to all the schools of the State, and 136 cities and towns made use of them for instruction to pupils or to provide teacher training.

The Regents Cortland Project, a closed telecast system serving three school districts, was also carried into its third year. It continued its established program of telecasting instruction in health, music, elementary science, and high school geometry. In 1960-61, it added instruction in art, earth science, and German. Each week 61 lessons were telecast.

In 1960-61, a sum of $200,000 was authorized to assist local school districts, on a matching basis, to install and begin operation of in-school telecasting facilities. Nineteen school districts have present plans for telecast installation under the conditions of this grant.

In 1960-61, too, a grant of $200,000 was authorized to assist television councils of the State. These councils are voluntarily organized and consist of representatives of local education and civic organizations. Preliminary plans call for assistance to the Western New York Educational Television Association, the St. Lawrence Educational Television Council, the Mohawk-Hudson Educational Television Council, and the Rochester Area Educational Television Council. The Education Department will contract with these organizations for the preparation, telecasting, and recording of programs that can be used anywhere in the State.

Improvements in Evaluation of Pupil Progress

A valid and reliable testing program is an essential to the progressive development of sound classroom instruction. While teacher-made tests are usually preferable in evaluating daily or weekly progress, state-wide or standardized tests can provide a more accurate measure of yearly accomplishment. Their results indicate to the teacher the class achievement in relation to other students in the State, in addition to measuring individual progress.

Regents examinations. For years, Regents examinations have provided a sound measure for achievement and have encouraged high standards for teachers. Just as content, materials, and methods change, so must testing devices. This year several changes in these examinations were approved by the Regents. Some foreign language examinations were eliminated, with the 3-year examinations in modern foreign languages and the 2-year examinations in Latin retained. A comprehensive English examination now replaces the English 3 and English 4 examinations. A new and separate examination in English composition has been developed. National Defense Education Act Title V-A funds are being used to continue progress in the development of sound objective questions to replace subjective questions.

Standardized tests. In 1959-60, for the first time, a battery of junior high school tests covering five areas (English, social studies, general science, mathematics, and scholastic ability) was offered in two forms to all approved public and private schools. During 1960-61, 1,055,000 test booklets were distributed with machine-scorable answer sheets. This figure indicates that 75 per cent of the students enrolled in grades 7, 8, and 9 may have taken the entire battery. Although the tests had previously been standardized, they were restandardized on 40,000 pupils in the State to establish current norms.

Further progress has been made on several other tests. Development of the elementary school tests continued. The arithmetic tests underwent complete standardization, and supplementary standardization of the reading tests was conducted. Reading tests were distributed in September 1960 for fall use, and order forms were distributed for reading tests and arithmetic tests to be administered in the spring of 1961.

Increasing the Efficiency of School Operation

As long as the student population continues to increase, there will be continued pressure on the resources for education in the State. One way to counter these ever-growing pressures is to use our present facilities in the most efficient manner. During the 1960-61 year, the Department has continued to encourage economy by developing procedures for the most effective use of buildings, materials, and faculty while maintaining the quality of education.

School district reorganization. Progress is continuing toward the realization of efficient school districts--districts which have the resources and facilities to provide broad educational opportunities to their students. Three new, larger central school districts were formed in 1960-61 from six former small central school districts, one union free school district, and four common school districts. Twelve common school districts were absorbed into city or central school districts by annexation. There was also a continued reorganization of supervisory districts; this year nine were reorganized, so that at the close of the year the total number in the State had been reduced to 99.

Boards of Cooperative Educational Services. Boards of cooperative educational services were organized in an effort to provide to students in small districts services which the local schools usually cannot afford. Under this system, specialized personnel in such fields as guidance, health, psychology, and vocational education are shared by two or more schools. During 1960-61, five new boards were established, and eight were absorbed as a result of reorganization in supervisory districts. One board replaced a county vocational education and extension board. The programs for 1960-61

involved approximately 1,500 professional people in 37 categories providing services to about 625 school districts.

An increasingly important task of the boards is the reorganization of vocational education so that an entire area may be served by one program. This year about 12 per cent of the services conducted by cooperative boards were in areas of vocational education, and more than 48 of the boards had some type of vocational education program. Fourteen counties, many of them in the upstate area, had trade and technical programs administered by 21 boards. Another phase of this program began, on a trial basis this year, to improve and extend agricultural education. Boards provided training consultants to help agriculture teachers improve local programs and organize after-work classes for young farmers in or out of school. This year, too, they increased programs for the physically and mentally handicapped and the gifted.

School business management. During the 1960-61 school year, aided by funds provided by Title X of the National Defense Education Act, progress was made on the development of a new coding system for financial accounts. Following the appointment of a coordinator in the Education Department to develop a new system of accounts, groups of school personnel and consultants reviewed the various proposals put forth. Finally, a system of accounts and a manual explaining its use were completed on a trial basis. An advisory committee, appointed by the Commissioner of Education, reviewed the system and suggested that it be tried in a few districts to determine what changes might be required. The new coding and classification system was then installed in six districts: Roslyn, Nyack, Middletown, Irvington, Schoharie Central, and Bethlehem Central. These districts will use and evaluate the system during

the 1961-62 school year. If the new system proves practicable, it will be extended to State-wide use.

Strengthening the Bases for Continued Improvement in Education

The first function of the Regents and the State Education Department is in appraising the educational need of the State and in making plans for the steady betterment of education. If these plans are to be soundly based, they must be made with as full a knowledge of the pertinent forces and conditions as it is possible to have. For this kind of information, the Department looks to its research, statistical, and field supervisory units. In 1960-61, the Department initiated a plan to engage all the resources for research in the State--the Department, the colleges and universities, the school study councils, and the local schools--in a coordinated effort to improve the teaching process. Also, in 1960-61, the Department and the New York State Educational Research Association jointly sponsored a State conference on educational research to consider the problems that need study and those of supporting and organizing research effort. The conference was attended by school, college, and departmental personnel from New York, neighboring states, and Canada.

Conclusion

The foregoing report gives a brief sketch of the activities and accomplishments of the Regents and the State Education Department in 1960-61 which seem most closely related to the goals promulgated for that year by the Regents. It does not recount the everyday activities of the Department--the conferences, workshops, and supervisory visits, the preparation of syllabus materials and handbooks for teachers, the research and evaluation, and the professional licensing and the study of professional needs that constantly go on--all of which contribute to the growing quality of education in the schools and colleges of the State.

It does show the great advances made in the extension of higher education opportunity within the context of a persisting effort to improve and extend education at all levels. It should make it fairly obvious, too, that the State's educational goal, the highest possible quality in public school and collegiate education, is, in a very real sense, a moving target. As each advance is made or limited goal achieved, the need for further advance appears. Whenever a goal is attained, a new peak of excellence appears upon the horizon.